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This was the first of a series of working papers to assist administrators develop community service programs. Relevant community service programs that combine college and community resources to solve the problems of unrealized potentials and unmet needs in the community are concerned with personal as well as community development. Three aspects of community service were defined as: permeation, sensitivity and commitment to community problems and potential throughout the college: penetration, integration of the college into the community; and education, the function by which the program is legitimized. Suggested indices of progress and commitment to community service included a movement away from: the semester-credit base for instruction, the campus as the single base for instruction; exclusive use of certified personnel, and formal admission requirements. Other indices included: the commitment to education as a life-long process; experimentation with instructional approaches; modification in administrative control; expansion of the role of the college beyond offering organized classes; and increased participation of citizens on campus. A list of community service programs offered at various colleges was provided. (MB)

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COMMUNITY SERVICES WORKING PAPERS

Number 1: First Definitions and Selected Examples

American Association of Junior Colleges

COMMUNITY SERVICES:
An Emerging Challenge for the Community College

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INTRODUCTION

This working paper is the first of a series to be produced through the Community Services Project. The working papers are part of an effort to provide basic information to assist the administrator in developing community service programs.

Since agreement in the field is not yet complete and our pool of information and understanding is growing these papers are considered as progress reports rather than definitive studies. To this end, they are designated as working papers, subject to revision and development.

Dr. Myran has provided us with a sound beginning. He presents background material and some first definitions of the community services function. His model of a continuum of functions is extremely helpful in seeing the points of difference in our conception of what is and is not community services programming. Dr. Myran's definition should serve as a stimulant to leaders in the field to define their programs or to adapt their programs to the most acceptable definitions.

Dr. Myran's presentation of institutional adaptations that are resultants of community oriented programming is informative and exciting. If community services are the cutting edge of service to the community by the institution, adjustments in institutional administration and programming provides an evaluative measure of the impact of the community services program.

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UNIVERSITY OF CALIF.
LOS ANGELES

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INFORMATION

J. Kenneth Cummiskey
Project Director

COMMUNITY SERVICES
AN EMERGING CHALLENGE FOR THE COMMUNITY COLLEGE

INTRODUCTION

The decade of the 1960's has been characterized by rapid social and technological change, and it is in this period that community services has emerged as an identifiable component of the community college. Problems related to technological displacement, race, poverty, and urbanization have mandated a broadening of the college mission to provide a more viable base for the development of human resources in the community. The community college is being challenged to move outside its doors "where the action is." The "open door" of the community college is becoming a "double door"; with two-way traffic involving greater penetration of the college into the life of the community, and greater participation of the community in the life of the college.

As the community college moves to assume greater social responsibility, it becomes more intensively involved in seeking solutions to the tough, financially non-remunerative, and undramatic problems of the lower socio-economic groups, as well as expanding its services in the cultural, recreational, health, industrial, business, and governmental spheres of community life. Just as the development of transfer programs, occupational-technical programs, and student personnel programs have in turn been major efforts of community colleges throughout the country, it now appears that community services is erupting as the major thrust in program development for the 1970's.

A DEFINITION OF COMMUNITY SERVICES

There is not yet general agreement as to what programs, courses, and activities fall within the boundaries of the community services framework. During the present decade, however, there has been an increasing tendency to create divisions of community services by separating the administration of short courses, seminars, workshops, lectures, concerts, and social action programs from the administration of degree and certificate programs. Some colleges include collegiate courses offered to adults during the evening hours within the community services framework, whereas others regard these offerings, administratively, as part of the degree and certificate programs.

Since the programs, courses, and activities administered under community services vary from college to college, it is difficult and perhaps not desirable to attempt a universally applicable definition of this concept. The diagram below takes cognizance of this lack of full agreement. As one moves on the continuum away from the two-year transfer and occupational-technical curricula, the programs of the college more likely to be classified as community services are noted:

LESS LIKELY TO BE CLASSIFIED AS COMMUNITY SERVICES

INSTRUCTIONAL PROGRAMS

Fixed transfer and occupational-technical curricula
Preparatory or remedial programs
Certificate curricula
Single courses, credit
Paraprofessional program
Term-length non-credit courses
Short courses
Workshopshops, seminars, conferences
Lectures, panels, concerts

NON-INSTRUCTIONAL PROGRAMS

Coordinative activities
Consultive activities

MORE LIKELY TO BE CLASSIFIED AS COMMUNITY SERVICES

The differences in orientation between those programs, courses, and activities likely to be classified as community services, and those not likely to be so classified, may be summarized as follows:

LESS LIKELY TO BE CLASSIFIED AS COMMUNITY SERVICES	MORE LIKELY TO BE CLASSIFIED AS COMMUNITY SERVICES
Subject matter orientation	Problem-solving orientation
Not related or indirectly related to community	Directly related to community
Emphasis upon deliberate study of abstract principles	Emphasis upon immediate response to concrete and contemporary issues and problems
Instruction formalized in terms of content, grades, credits, examinations	Instruction formalized in terms of the needs, aspirations, and potentialities of people

The definition of community services below reflects its community-centered orientation, and gives recognition to the dichotomy between community services and formal collegiate degree and certificate programs:

> "Those efforts of the community college, often undertaken in cooperation with other community groups or agencies, which are directed toward providing educational solutions to localized social, economic, cultural, and civic problems which are not met by formal collegiate degree or certificate programs."

Community services is concerned with identifying unrealized community potentialities and unmet community needs, drawing together resources in the college and in the community, and creating appropriate educational programs. Any of the resources available within the college may be utilized in community services: credit offerings as well as non-credit offerings, day classes as well as evening classes, on-campus courses and activities as well as off-campus courses or activities, programs for youth as well as for adults. Further, the personal, financial, and physical resources of the community may be marshalled to enhance the learning experience.

Personal and Community Development

Community services encompass a continuum of service from personal development (directed toward individual goals) to community development (directed toward institutional goals). Since personal development and community development are in many ways interdependent, these concepts merge over most of the continuum since action involving one generally involves the other as well.

Personal development describes those community services designed to change and improve the lives of participants through planned educational and counseling experiences. Participants emerge from these experiences prepared to function in different and better ways, and with different goals, than before they began the experience.

Community development describes those efforts of the community college in cooperation with citizens to improve the physical and social environment of the community. Although community development is concerned with total community improvement, the community college is most directly involved where changing attitudes of people is intended, i.e. increasing their concern for the welfare of the community in such areas as housing, community planning, education, minority groups relationships, etc. Through the cooperative efforts of the college and other local agencies and groups, an effort is made to improve the institutional environment (social, political, economic) so that citizens may find increased opportunities for personal fulfillment and for participation in community life.

Community Services and Continuing Education

The recent emergence of community services as a mainline function of the community college has brought with it some semantic difficulties. The terms "continuing education" and "community services" are often used in juxtaposition ("our continuing education-community services program") by speakers in order to communicate the concept. It seems important, therefore, to examine further these two terms. Russell J. Kleis, Michigan State University, provides this definition of continuing education:

> "Continuing education may be defined as any deliberate effort of a person, whose principal occupation has ceased to be that of student, to seek learning as a means of developing potential or resolving problems in himself, his institutions, or his community, or the de-

liberate effort of another person or an institution to produce such learning in him."

This broad definition of continuing education encompasses all learning activities engaged in by persons, individually and in groups, who have moved from a "principal commitment to studenthood to a principal commitment to adulthood," that is, those who are committed primarily to adult responsibilities such as a job or a family rather than to a formal educational program.

Analysis of the definitions above suggest that community services and continuing education are not mutually exclusive. One includes elements of the other; it is, therefore, folly to attempt to minutely delineate these terms. One obvious delineation, however, is that community services may be provided to all age groups in the community, whereas continuing education implies service to adults. Community services is also somewhat more closely identified with community development activities, although an argument could be made that this is the domain of continuing education as well.

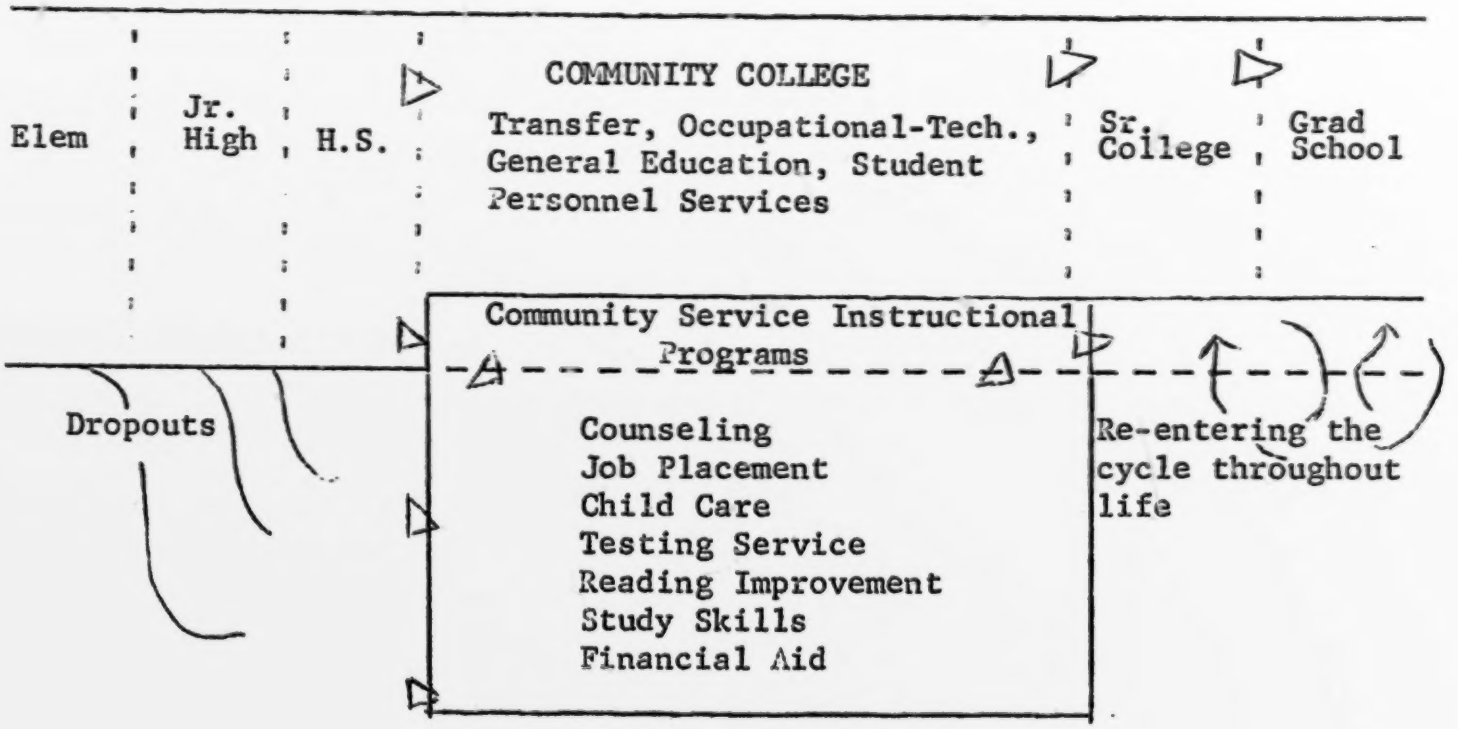
A common form of continuing education in the community college is evening classes for adults. Where these offerings enhance both personal and community development in the social, economic, cultural, and civic areas, they may clearly be regarded as community services. On the other hand, if these offerings are perceived primarily as credit classes which are simply extensions of the daytime college transfer curricula, the legitimacy of regarding them as community services is less clear.

Non-Instructional Services

Students who follow the normal progression through high school, community college and/or senior college, and possibly graduate school, have always been well cared for in our educational system. The persons who follow this progression typically come from the socio-economic groups in the community which are extremely talented in articulating their needs and which, in fact, control most school systems. Since these persons can dip back into the educational cycle with ease throughout their lifetime, they do become participants in community services seminars, conferences, concerts, etc.

Yet community service programs are also designed for those groups of lower socio-economic status in the community who are less likely to articulate their needs. High school dropouts and others having educational dificiencies, for example, simply cannot re-enter the educational cycle without specialized help even though further education may be required if they are to lead happy and productive lives. For such persons, services which reach beyond the instructional program and which give them the confidence, information, skills, and financial assistance needed to re-enter the educational cycle, are essential. Such services may lead persons into community services instructional programs, such as paraprofessional training or other educational experiences, or to enrollment in a formal collegiate program. This type of service also increases the ease with

which these individuals can re-enter the educational cycle as needed throughout their lifetime:



DEVELOPING A CONCEPT OF COMMUNITY SERVICES

What, in general, should a community services program in a community college be? What concept of community services should guide the development of these programs? Three generalizations which might form the basis of such a concept are suggested below:

Permeation

A commitment to community services and sensitivity to community problems and potential should permeate all areas of the college. Community services is viewed as the responsibility, not of a single administrator or division, but of all areas of the college. A community services program is based on strong and comprehensive community college programs in the liberal arts, occupational-technical areas, student personnel services, and general education. If the college itself is weak or inappropriately organized for the task, community service programs will lack depth and staying power.

Penetration

The community services program becomes the "cutting edge" through which the college penetrates into community life and through which the total program at the college becomes increasingly more relevant to community needs. Community services is that program of the college which has the obligation of reaching out beyond the campus to play a vital role in helping people and institutions realize their potential and solve their problems. Thus the college expresses its philosophical orientation toward becoming an integral part of the community.

As the community college becomes "an integral part of the community," it, in reality, becomes a part of the interdependency system of institutions in the community. This interdependence is due to the fact that complex social problems in the community increasingly require a solution which is educational in nature, and the college correspondingly requires citizen participation in planning, staffing, and evaluating programs if it is to remain relevant to the rapidly changing character of its community.

In a real sense, the community college district is seen here as being a new form of functional community, having within its boundaries "community" characteristics such as a sense of unity and the capacity to meet the emerging needs of people.

The notion of the community college as a principal educational center of the community, with community services as the chief integrator of "town and gown" -- of the college and the community -- is an expression of the desire to enhance the feeling of "community" within the boundaries of the college district.

Harold Grant, Michigan State University, has observed that religion was once the center of community life; the churches were often physically in the center of the community, and their influence permeated the daily life of residents. Later, economics, symbolized by the central business district, became the focus of community life. Today, it appears that education is moving toward a more central role in the community, as rapid social and technological changes turn our attention from the work week to the work-study week.

The community educational center notion envisions education as central to the functioning of the community, with the community college as the central facilitator and coordinator of educational and cultural services in the community. Through the marshalling of the financial, human, and physical resources of the college and the community, the quality of educational and cultural services would be enhanced and, at the same time, provided in the most economical way. Many of the educational and cultural services of the community would be centrally located on the community college campus. The community college would cooperate with public schools, other educational institutions, libraries, music and art groups, social agencies, governmental agencies, etc., by becoming in actuality an educational fulcrum for its community.

Education

Community services should not attempt to become the "super government of tomorrow" or, alternatively, another community social agency. The community college derives its primary legitimacy as an institution from its educational role; the community services dimension derives its legitimacy from this same role. The community college is not a governmental agency, a social welfare agency, a museum, a social club, a theatre, a voluntary association, a religious institution, or a labor union. Community services in the community college is legitimate only to the extent that it is an extension or expansion of educational resources directed toward the social, economic, cultural, and civic needs of the community.

The community college, therefore, cannot always be a "prime mover" for social, civic, cultural, and economic change; its role may often be a supportive or coordinative one. It will often play a "partnership" role in reference to personal and community development because (1) educational approaches are only one component in such development, (2) the college does not have all of the necessary human, financial, and physical resources, or (3) those directly involved perceive the resources of the community college as relevant only to certain aspects of their problem.

ORGANIZATIONAL AND INSTRUCTIONAL DEPARTURES ASSOCIATED WITH COMMUNITY SERVICES

Pemeate. Penetrate. Educate. These are the watchwords of the concept of community services. How is a community college to be judged relative to its progress in implementing such a concept? How is a community college having a true commitment to community services to be distinguished from one not as committed? Organizational and instructional departures which provide some general indices of such progress and commitment may be enumerated as follows:

1. Commitment to Concept of Education as a Life-long Process
   Community services relate to all age groups in the community, but particularly to adults. Thus the development of a community service program requires a balancing of commitment to education of adults and education of college-age students.

2. Movement Away From Semester-credit Base For Instruction
   Community service programs may be either credit or non-credit, and may be as short as an hour or as long as needed to accomplish the goals of the program. Such programs are not locked into semester units of time.

3. Movement Away From the Campus as a Single Base for Instruction
   Extension centers, mobile units, store front classrooms, and use of governmental and business buildings are examples of bases for instruction which may be located throughout the community college district.

4. Experimentation With Instructional Approaches
Informal and non-traditional instructional approaches characterize community services. Being free from the legalistic and academic framework of most areas of the college, community service programs offer a great deal of latitude for experimentation.

One experimental approach in community services is the "project method." After a community need is identified, a program is designed as a project requiring a specified period of time for completion, and funding is sought through the governing board of the college, or from foundation or governmental sources. If funding is obtained, the project is staffed and placed in operation. Upon completion, the staff is either retained for another project or their services terminated.

5. Movement Toward Differentiated Administration
The development of a community service program ultimately requires the appointment of a person to administer this area of the college. Administrative changes involving the appointment of a community services dean or director have become more common, particularly within the past three years. According to a 1969 study by the author, slightly more than one-half of these new appointees report directly to the college president or to the chief campus administrator.

6. Creation of Non-traditional Positions Within the College Structure
Positions such as community relations specialist, program planner, counselor aide, and project director are emerging as a result of the development of community services.

7. Movement Away From the Exclusive Use of Certified Personnel
Community services typically draws upon the best human resources available to carry out programs, without regard for teacher certification or other legalistic requirements.

8. Movement Away From Formal Admission Requirements
There is an almost total absence of admission requirement and record keeping related to participants involved in community services.

9. Consideration of Community Services in Campus Architectural Design
Several colleges visited in the study previously mentioned are emphasizing community use in the design of new campuses. Rockland Community College (Suffern, New York) is presently building a new campus which views community services as the "master integrator" of the plan. Buildings used primarily by full-time students, and those used primarily by the public, will be joined by a "forum" which provides facilities to be shared by the public and full-time students. Abraham Baldwin College (Tifton, Georgia) is giving consideration to creating a continuing education center which will serve the entire coastal plain area of Georgia. Essex Community College (Baltimore, Maryland) is developing a new campus which is designed for convenient public use; the building typically called the student center is being called the "community center."

Milwaukee Technical College (Wisconsin) has designed auditorium facilities that make possible the display of large machinery and tools for use by industrial groups.

10. Modification in Administrative Control
Expansion of educational efforts which involve coordination with other community groups necessarily modifies the administrative control the college may exercise over these programs. Shared administrative control can result in a structure that permits the college to be more responsive to community needs.

11. Expansion of Role of College Beyond Offering Organized Classes
Community services cause the college to become involved in "non-student" projects such as beautification, community studies, and other coordinative and consultive activities. Conducting community studies (i.e. economic deprivation, water pollution) in the college's service area, cooperating in community-wide improvement projects; participation in clean-up, paint-up activities; and assisting community groups in planning conferences would be examples of this expanded role.

12. Development of Community Feedback System for Curricular Change
Community needs which are initially met through short courses or seminars developed by a community services division may evolve as organized certificate or degree programs of the college. For example, a short course for policemen may trigger the development of one or two-year programs in law enforcement.

13. Increased Participation of Citizens on the College Campus
Community service activities, such as concerts, lectures, seminars, etc., bring people in the community to the college campus who do not participate in the traditional credit course offerings.

14. Development of Programs for Community Groups Which Have Not Articulated Their Needs in the Past
Many community service programs address themselves to persons with long-term educational and occupational-preparation deficiencies these persons have traditionally been ignored in community college programming.

15. Increased Responsiveness to Community Change
Community service programs require that the college have the capacity and readiness to actively participate in the process of change in the community. The entire college can be rapidly impacted by changing community needs only if it is totally emersed in community life.

SELECTED EXAMPLES OF COMMUNITY SERVICE PROGRAMS

Having offered a definition of community services, stated generalizations upon which a concept of community services might be developed, and suggested some organizational and instructional departures associated with community services, it now seems appropriate to give examples of typical

programs which fall within this dimension of the community college:

--Project SEARCH at Cuyahoga Community College (Cleveland, Ohio) is a counseling and recruitment program directed primarily toward ghetto dwellers. Through personal visits to homes by counselors and counselor aides, and counseling sessions at a counseling center, clients explore career and educational opportunities. Clients are then followed closely throughout their subsequent educational or work programs.

Oakland Community College (Bloomfield Hills, Michigan) has a cultural enrichment program providing fine arts and performing arts experiences for ghetto children.

--Cerritos College (Norwalk, California) developed a narcotics education project which included public forums and a curriculum for fifth and sixth graders in the college district.

--Essex Community College (Baltimore, Maryland) operates a public forum service providing lectures on world, national, and local issues.

--Miami-Dade Junior College (Miami, Florida) operates a community recreation program which includes extension programs in ghetto areas.

--Milwaukee Technical College (Wisconsin) provides clinics on income tax, social security, insurance, investments, and so on.

--The College of San Mateo (California) offers field study trips to Mexico, Death Valley, England, and so on.

--El Centro College (Dallas, Texas) operates a retail institute providing short courses and seminars on various phases of retailing.

--Abraham Baldwin College (Tifton, Georgia) serves a coordinative function in Project SURGE, which involves community development activities carried on by fourteen committees made up of leaders from business, industry, education, and public services. The college provides its facilities and the expertise of its staff. The project was, in fact, initiated by the president of the college.

--Foothill College (Los Altos, California) employs a professional staff to assist community groups in planning activities, particularly as related to the use of college facilities. These include a supervisor of special services, a box office manager, and an auditorium manager.

--Del Mar College (Corpus Cristi, Texas) founded the Corpus Christi Symphonic Orchestra, and houses the performances of the orchestra. Del Mar College also hosts a number of annual music and art festivals.

--Rockland Community College (Suffern, New York) is developing a centralized reference library and learning resources center in cooperation with schools and libraries in its service area.

--New York City Community College (New York) in cooperation with the union

local of American Federation of State, County, and Municipal Employees, trains persons for promotion exams from the Civil Service Commission, and provides on-the-job training to upgrade employees.

SUMMARY

Community service programs are moving to the center of the community college stage. Worthy though present programs are, it is fairly clear that community services will grow dramatically in scope and significance during the next decade, and that this will bring about monumental changes in accepted approaches to community college instruction. Certainly, programs of community service which perform a coordinative function in bringing together diverse subcultures and groups in the community college district, which make available educational and cultural experiences for all age groups, and which contribute to the solution of the social, economic, cultural and civic problems of the community, will become increasingly important as our society becomes more complex and more urbanized. IT MAY BE, IN FACT, THAT SUCH SERVICES WILL BRING ABOUT A REDEFINITION OF THE ROLE OF THE COMMUNITY COLLEGE AS WE HAVE KNOWN IT.